



The Michigan Department of Environment, Great Lakes, and Energy

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Fiscal Year 2020 Annual Report of Michigan's Clean Water State Revolving Fund

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FY 2020 CWSRF Financed Projects	ATTACHMENT 1
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I. INTRODUCTION

This Fiscal Year (FY) 2020 Annual Report is submitted to the United States Environmental Protection Agency (EPA) in compliance with Sec. 602(b)(10) and Sec. 606(d) of the federal Water Pollution Control Act, P.L. 92-500, as amended. It covers the period from October 1, 2019 to September 30, 2020 highlighting the activities of Michigan's Clean Water State Revolving Fund (CWSRF).

The Michigan Department of Environment, Great Lakes, and Energy (EGLE) is the lead agency for management of the CWSRF. The Water Infrastructure Financing Section (WIFS) of the Finance Division (FD) continues to serve as EGLE's program administrator for the CWSRF.

EGLE and the Michigan Financial Authority (MFA) jointly administer the CWSRF under the authority of Part 53, Clean Water Assistance, of the Natural Resources and Environmental Protection Act, 1994 PA 451, as amended (NREPA), and the Shared Credit Ratings Act, 1985 PA 227, as amended. The state also conducts its CWSRF in a manner consistent with requirements established in the federal Water Pollution Control Act (P.L. 92-500, as amended).

EGLE and the MFA offer this public report to detail the activities undertaken to reach the objectives set forth in the final Fiscal Year (FY) 2020 Intended Use Plan (IUP). This annual report is submitted to the EPA and is available on the Internet, at Michigan.gov/CWSRF.

For FY 2020, Michigan applied for and was granted the 2019 federal capitalization grant from EPA in the amount of \$68,320,000. As required, Michigan provided a 20-percent state match of \$13,664,000 provided from proceeds from the sale of a state match revenue bond. In addition to the federal and state capital contributions, the CWSRF is also capitalized with principal and interest payments from earlier loans, account earnings, state match bonds, and released funds from debt service reserve accounts.

The CWSRF continues to operate under a cash flow leveraging model.

II. PROGRAM SUMMARY

CWSRF loan commitments made during FY 2020 were awarded with an interest rate of 2.00 percent for a 20-year loan and 2.25 percent for a 30-year loan. Repayments are amortized with level debt service for 20 or 30 years depending on loan terms. All commitments were made to qualified Section 212 and Section 319 projects.

Projects for qualified Section 212 uses were selected from the FY 2020 CWSRF Project Priority List (PPL) administered under provisions set forth in Part 53 of the NREPA, and its accompanying administrative rules. There was one Section 319 project funded in FY 2020. Section 319 projects are selected from the FY 2020 Nonpoint Source PPL.

III. GOALS AND ACCOMPLISHMENTS

A. Short-Term Goals and Accomplishments

Michigan's IUP described short-term goals to be implemented during FY 2020. They were:

1. *Secure Michigan's full share of federal funding and to expeditiously obligate these monies along with the state contribution.*

Michigan applied for and was awarded its total 2019 capitalization grant allocation amount. EGLE financed all projects identified on the FY 2020 PPLs that were able to complete the application process. The fundable range amount was \$304 million, as noted in the IUP.

The following projects noted on the PPL did not proceed with a CWSRF loan in FY 2020:

- 5702-01 Charter County of Wayne – delayed to FY 2021
- 5686-01 City of Marquette – self funded
- 5673-01 Great Lakes Water Authority – delayed to FY 2021
- 5684-01 8-1/2 Mile Relief Drain Drainage District – Adverse impacts, unable to obtain permits
- 5671-01 Village of Carleton – pursuing other financing

Loan number 5689-02 for the city of Howell was added as a financial segment of 5689-01.

EGLE committed \$203,200,000 to 23 CWSRF projects (including one nonpoint source project) bringing total commitments made from inception of the CWSRF program to \$5,157,190,000 for 624 projects. Attachment 1 shows the projects financed in FY 2020.

2. *Ensure that the additional requirements of the 2016, 2017, and 2018, and 2019 capitalization grants are met, including those that are imposed on local borrowers.*

EGLE staff work closely with municipal staff to ensure the Davis-Bacon requirements were met. A Davis-Bacon Act Compliance Certification Form is required to be executed by applicants prior to any loan disbursements containing construction costs being reimbursed. Congress directed that projects receiving CWSRF financing after January 17, 2014, comply with American Iron and Steel (AIS) provisions unless the project was provided a waiver from EPA. Our office worked with applicants to ensure that the AIS requirements were met.

Congress has directed that at least 10 percent of the 2016 thru 2019 capitalization grants be allocated to Green Project Reserve (GPR). EGLE solicited green infrastructure, water/energy efficient, and environmentally innovative projects for the FY 2020 PPL. EGLE required and approved business cases for projects that are not determined a 'categorically' green project as described in the EPA's FY 2011 State Revolving Fund procedures.

In FY 2020, principal forgiveness using the 2019 capitalization grant was distributed to green projects or components, as well as to communities determined by EGLE to be disadvantaged, as shown in Table 1 and 2 below. The total awarded amount of principal

forgiveness was \$11,055,000 to disadvantaged communities and \$7,611,960 for GPR, for a total additional subsidy amount of \$18,666,960.

Table 1: FY 2020 CWSRF Loan Principal Forgiveness – Green Project Reserve (GPR)

<u>Project #</u>	<u>Applicant</u>	<u>Financed Amount</u>	<u>GPR Amount</u>	<u>Principal Forgiveness Amount</u>
5687-01	City of Hastings	\$9,375,000	\$1,037,800	\$207,560
5598-01	Benz Creek Drain Drainage District	\$1,380,000	\$1,380,000	\$276,000
5689-01	City of Howell	\$12,490,000	\$5,642,000	\$1,128,400
5690-01	City of Holland	\$30,000,000	\$30,000,000	\$6,000,000
	TOTAL	\$53,245,000	\$38,059,800	\$7,611,960

*City of Tecumseh 5658-01 identified GPR on the IUP but did not pursue GPR for the loan.

Table 2: FY 2020 CWSRF Loan Principal Forgiveness – Disadvantaged Community Status

<u>Project #</u>	<u>Applicant</u>	<u>Financed Amount</u>	<u>Principal Forgiveness Amount</u>
5698-01	City of Lincoln Park	\$1,350,000	\$270,000
5679-01	City of Muskegon	\$4,715,000	\$943,000
5682-01	City of Benton Harbor	\$4,675,000	\$935,000
5688-01	Great Lakes Water Authority/Detroit Water and Sewerage Department	\$4,040,000	\$808,000
5692-01	City of Highland Park	\$1,415,000	\$283,000
5696-01	City of Flint	\$35,360,000	\$7,072,000
5697-01	City of Fennville ¹	\$3,720,000	\$744,000
	TOTAL	\$55,275,000	\$11,055,000

¹City of Fennville 5697-01 was not identified as disadvantaged on the IUP but was later determined disadvantaged.

3. Ensure compliance with the Water Resources Reform and Development Act (WRRDA).

EGLE has implemented the following:

- The qualifications-based selection process must be utilized when procuring architectural and engineering services.
- Loan terms were based on the useful life of the project assets. Loan terms were extended to 30 years if a community was determined to be disadvantaged, the projected useful life of the project is 30 years or greater, and applicant requested.
- A Fiscal Sustainability Plan certification was submitted for all loans financed in FY 2020.
- All projects noted on the PPL that received a loan in FY 2020 are identified as equivalency projects for EPA reporting purposes.
- All applicants, absent a waiver, are required to use iron and steel products that are produced in the United States for construction, alterations, maintenance, and repair of treatment works projects on the FY 2020 PPL. Onsite reviews are conducted to assist communities with compliance with the American Iron and Steel requirements.

B. Long-Term Goals and Accomplishments

Michigan's IUP also included long-term goals to be addressed by the CWSRF. They were:

1. *To provide low-cost financing for wastewater system improvements or upgrades while maintaining the perpetuity of the CWSRF.*

All loans in FY 2020 were provided at 2.00 percent interest for a 20-year term and 2.25 percent for a 30-year term. Michigan continues to balance the goals of meeting the capitalization grant requirements while maintaining the perpetuity of CWSRF funding.

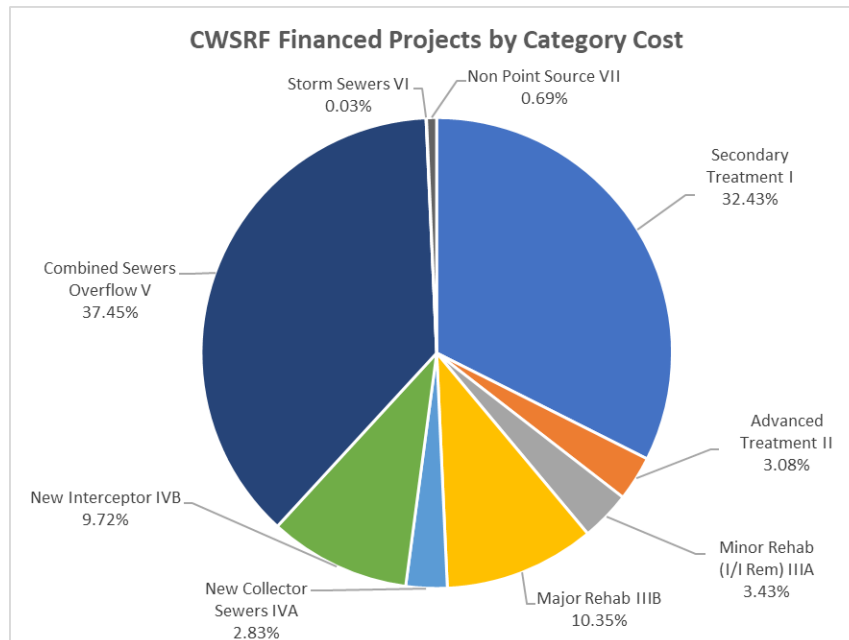
2. *Achieve and maintain statewide compliance with all applicable state and federal laws, rules, and standards while protecting the public health and environmental quality of our state.*

The CWSRF is an incentive for local municipalities to cooperate and voluntarily seek to achieve compliance with state and federal laws and water quality standards.

Achievement of pollution prevention is far more effective if potential projects are examined to ensure compliance with water quality standards.

In past years, Michigan's CWSRF program has provided substantial assistance in financing combined sewer overflow (CSO) abatement efforts. The state has financed sizable projects in the cities of Dearborn, Detroit, Grand Rapids, Lansing, Port Huron, and Saginaw. There were no projects financed in FY 2020 related directly to CSO efforts. Over the life of the CWSRF, approximately 37 percent of all money loaned has been used for correction of CSO problems. However, there is still work to finish, and the CWSRF will continue to fund necessary CSO projects as they arise.

Attachment 1 shows the project categories for FY 2020 financed projects. The following is a chart displaying the types of projects financed by the CWSRF since inception.



3. To continue effective partnerships with other federal and state financing sources to promote efficiency in environmental review procedures and coordination of funding.

WIFS staff, as well as district staff of the Water Resources Division (WRD), continually meet with local governmental officials to discuss water quality problems and potential solutions. EGLE continues to work together with various federal and state agencies, such as the United States Department of Agriculture – Rural Development, Rural Community Assistance Program, Michigan Department of Transportation, Michigan Economic Development Corporation, and the Michigan Department of Licensing and Regulatory Affairs, so that we may collectively fund qualifying projects and maximize use of our capital pool to achieve stated goals. Such partnerships ultimately benefit everyone, especially small population/low-income communities.

Michigan's commitment to small communities remains important. Of the 22 CWSRF projects funded this year, six projects representing \$29,065,000 were for communities with a population less than 10,000 (excluding one nonpoint source project). For FY 2020 loans, the numerical distribution of CWSRF loans is as follows:

Population less than 3,500	\$ 11,930,000	3 loans
3,500 to 9,999	\$ 17,135,000	3 loans
10,000 to 99,999	\$ 79,005,000	11 loans
<u>Over 100,000</u>	<u>\$ 93,750,000</u>	<u>4 loans</u>
TOTAL LOANS	\$ 201,820,000*	21 loans*

* The amounts above exclude the nonpoint source project totaling \$1,380,000.

4. Increase awareness and use of the CWSRF program to complete water infrastructure improvement projects.

EGLE continued to market our funding programs using effective outreach methods such as direct mail, electronic media, newsletter publication, and informational meetings to publicize and encourage use of the financial assistance.

Beginning in FY 2019, Michigan implemented an Intent-to-Apply (ITA) form, which became the first step in the CWSRF application process. Following submittal of the form, WIFS and WRD staff meet with communities to assist them in the process.

IV. DETAILS OF ACCOMPLISHMENTS

A. Fund Financial Status

1. Binding Commitments: The state's commitments are made in the form of *Orders of Approval*. As previously noted, the CWSRF made 21 binding commitments to Section 212 projects and one binding commitment to a Section 319 project during the fiscal year for a total of \$203,200,000.
2. Capitalization Grants: In September 2020, the Michigan CWSRF was awarded the 2019 capitalization grant of \$68,329,000. This amount was matched by the state with \$13,665,800. Loans are supported by this fund as well as remaining uncommitted balances from earlier awards, investment earnings, and repayments of earlier loans.
3. Disbursements: CWSRF loan disbursements of \$90,092,075 were made during FY 2020. Administrative expenses in FY 2020 were \$2,318,887.99. During the fiscal year, the cash draw ratio used for federal funds was 83.33 percent and the state match fund was 16.67 percent. Other resources used for disbursements included the cash on hand from direct loans and bond proceeds.

Beginning with the 2019 capitalization grant and moving forward, Michigan will switch to a 100% federal cash draw ratio with the entire amount of the state match expended prior to making an initial draw on the capitalization grant.

4. Audit Report: The audit of MFA's financial records is not complete. The audit should be available in January. When the audit report is complete, it will be posted on the web at http://www.michigan.gov/treasury/0,1607,7-121-1753_37601_37659---,00.html.
5. Credit Risk of the CWSRF: No assistance is offered to any community that is unable to demonstrate an investment grade credit. If a community cannot demonstrate a minimum investment grade credit, we expect them to seek credit enhancement or finance through another governmental agency (such as the county). This must be done before the *Order of Approval* can be written.

Michigan's CWSRF has never experienced an event of default on a loan.

6. Environmental Benefits: Michigan participates in the Clean Water Environmental Benefits Reporting. Currently all projects funded in FY 2020 have been entered into the Environmental Benefits Reporting System.

B. Assistance Activity

Loan assistance through the MFA was awarded to all municipalities that received an *Order of Approval* from EGLE. No other qualified uses of the funds were made other than for project and administrative funding.

C. Provisions of the Operating Agreement/Conditions of the Grant

The state of Michigan agreed to a number of conditions in the Operating and/or Capitalization Grant Agreement. These conditions are described below:

1. Provide State Match: Michigan has historically provided state match funds from a variety

of eligible sources, including issuing state match bonds. The MFA administers the match account as part of its overall financial management.

2. Binding Commitments: By the act of offering the 22 binding commitments during FY 2020, Michigan continues to exceed the requirement for obligation of 120 percent of the federal award amount within one year.

The EPA allows the state to account for the full 4.0 percent of the federal capitalization grants to be applied against binding commitments at the time of each grant award. Michigan has chosen to account for actual administrative expenses against binding commitments for programmatic reasons.

3. Expeditious and Timely Expenditure of Available Funds: In most instances, a wire transfer occurs within ten days of receipt of a request for reimbursement from the local unit of government. The federal share is provided through the federal Automated Standard Application for Payments. The state funds are drawn simultaneously with the federal funds during this time. The draw method used in Michigan satisfies our state requirements to provide a state match prior to, or at the time of, the federal draw.
4. Minority and Women's Business Enterprises: In order to meet federal initiatives, the state of Michigan agreed to annual fair-share objectives of ten percent for Minority Business Enterprise (MBE) and 7.5 percent for Women's Business Enterprise (WBE). In its attempt to meet these objectives, the state advised all potential applicants for CWSRF loans of this commitment. In addition, the state included a reporting requirement as a special condition in all supplemental agreements executed between the loan recipient, EGLE, and the MFA.

Per RAIN-2019-G10 (Recipient/Applicant Information Notice), effective October 1, 2019, EPA does not require the use of fair share objectives, and given the burden placed on EPA and recipients in negotiating the fair share objectives, EPA is no longer requiring recipients to negotiate fair share objectives at this time. Although fair share objectives have been temporarily suspended, EGLE has not changed its MBE WBE process, in anticipation of further guidance from EPA.

As part of the state's continuing effort to meet the MBE/WBE objectives, WIFS presentations are made at the pre-bid meetings to explain the federal requirements to potential contractors, subcontractors, and suppliers. Presentation materials related to the MBE and WBE objectives are discussed as well as the expected actions for contractors working on a CWSRF funded project.

The MBE and WBE figures will be reported by EGLE as part of the state's required submission for FY 2020.

5. Other Federal Authorities: The state of Michigan requires each municipality to comply with all applicable federal cross-cutting authorities and stipulates that the authorized representative so certify in the application. The Application for Assistance sets forth municipal requirements for compliance with federal crosscutters.
6. State Environmental Review Process: Of the 22 CWSRF projects funded during FY 2020, all projects were reviewed and approved per Michigan's environmental review procedures. It was determined that no Environmental Impact Statements were

necessary for any of these projects. Instead, an environmental assessment was prepared and a FNSI was issued for each project.

7. Consistency with Planning: Project plans are shared with the appropriate local regional planning agency by the applicant and follow up as necessary is conducted by WIFS staff.

Sections 205(j) and 303(e) of the federal Water Pollution Control Act requirements are administered separately from the CWSRF by various sections of EGLE, Water Resources Division. State funded grants have been made to several local and regional entities to carry out water quality management planning. Section 303(e) requirements are satisfied via our state permitting process. In order to continue Michigan's delegated permit writing program, the state must comply with Section 303(e).

Prior to receiving the first capitalization grant, this office verified the existence of an approved planning process. The EPA's continued recognition of EGLE's delegation is proof that Michigan's program remains in compliance.

8. Cash Disbursements: Disbursement procedures are executed in conjunction with the MFA. EGLE receives requests for disbursements from the local municipalities. Staff reviews the disbursement requests for content and accuracy and then transmits them to the MFA and EGLE Federal Aid staff. The respective offices will process a request to draw on the federal Automated Standard Application for Payments in accordance with 40 CFR 35.3135(b)(1). Once funds are receipted into the CWSRF account, the MFA processes a wire transfer of funds to the borrower.

9. Administration of the CWSRF: EGLE has agreed to administer the CWSRF in accordance with capitalization grant applications, the IUP, and the Operating Agreement. In doing so, certain administrative procedures are implicit. The operation of the fund is bound by the following provisions:

- agreement to accept payments
- state laws, rules, and procedures
- state accounting and auditing procedures
- sub-recipient accounting and auditing procedures
- use of the Automated Standard Application for Payments
- repayment
- annual audit requirements
- annual report
- annual review

To the extent of any conflict with any of the foregoing documents, EGLE further agrees that the terms of the Capitalization Grant Agreement will prevail.

10. Automated Payments: Michigan has agreed to accept payment from the EPA through the Automated Standard Application for Payments system and has abided by the cash draw rules.
11. Legal Certifications: The state of Michigan has provided all necessary certifications from the state Attorney General's office, which attest to its ability to implement the CWSRF and bind itself to the terms of the Capitalization Grant Agreement.

V. SIGNIFICANT PROJECT ACCOMPLISHMENTS OF THE CWSRF

Over the lifetime of the Michigan CWSRF program, the dependence on federal dollars for capital funds has diminished to a point where the dollars capitalized through principal/ interest payments and investment return exceed those dollars received from the EPA Capitalization Grant. This shift from federal funds to CWSRF generated funds for financing CWSRF projects is a testament to the philosophy of the revolving fund concept. Michigan, through its efforts to maximize initial funding opportunities, and in turn, loan those funds out, has created a viable revolving fund mechanism.

The following table shows historical interest rate for CWSRF projects.

<u>Fiscal Year</u>	<u>20 Year Interest Rate</u>	<u>30 Year Interest Rate</u>
1990 to 1994	2.000%	2.000%
1995 to 1998	2.250%	2.250%
1999 to 2003	2.500%	2.500%
2004	2.125%	2.125%
2005 to 2007	1.625%	1.625%
2008 to 2012	2.500%	2.500%
2013	2.000%	2.000%
2014 to 2016	2.500%	2.500%
2017	2.500%	2.750%
2018	2.000%	2.250%
2019	2.000%	2.250%
2020	2.000%	2.250%

VI. CONCLUSIONS

Michigan's CWSRF program has matured into a well-run, well-received financing program. The state has been able to deliver its available funds in a manner that emphasizes consistency of environmental review, financial capability standards, as well as prompt delivery of reimbursement for project costs.

EGLE has continued to effectively manage the CWSRF program for water pollution control. EGLE remains committed to customer service, and through shared experiences and customer feedback, revisions, and improvements to the CWSRF program are implemented on a periodic basis. In 2019 EGLE moved the administration of the CWSRF into the newly created Water Infrastructure Financing Section of the Finance Division. The development of the new division illustrates EGLE's dedication to the protection of public health and the environment through local water infrastructure improvement projects. EGLE looks forward to the ongoing evolution of the CWSRF to better serve communities throughout Michigan.

Attachment 1: CWSRF Financed Projects FY 2020

<u>Project #</u>	<u>Applicant Name</u>	<u>Location</u>	<u>EGLE Binding Commitment Date</u>	<u>Financed Amount</u>	<u>Principal Forgiveness</u>	<u>Loan Term (Years)</u>	<u>Interest Rate</u>	<u>Project Category(s)</u>	<u>Project Description</u>
5645-01	Village of Armada	Macomb County	2/28/2020	\$4,710,000	----	20	2.00%	I (secondary treatment)	WWTP upgrades to preliminary and secondary treatment and sludge handling, and pump station controls upgrade
5655-02	Great Lakes Water Authority	Wayne County	2/28/2020	\$28,350,000	----	20	2.00%	IIIB (major rehab)	Detroit River Interceptor rehabilitation - financial segment
5658-01	City of Tecumseh	Lenawee County	2/28/2020	\$1,760,000	----	20	2.00%	I (secondary treatment), IIIB (major rehab)	WWTP upgrades, sanitary sewer rehabilitation, and pump station replacement
5687-01	City of Hastings	Barry County	2/28/2020	\$9,375,000	\$207,560	20	2.00%	I (secondary treatment)	WWTP improvements to repair/replace/construct a variety of components
5698-01	City of Lincoln Park	Wayne County	2/28/2020	\$1,350,000	\$270,000	20	2.00%	IIIB (major rehab)	Sanitary sewer rehabilitation
5683-01	City of Escanaba	Delta County	5/19/2020	\$14,000,000	----	20	2.00%	I (secondary treatment)	WWTP improvements to repair/replace/construct a variety of components
5691-01	City of Owosso	Shiawassee County	5/19/2020	\$2,145,000	----	20	2.00%	I (secondary treatment)	WWTP improvements to repair/replace/construct a variety of components
5694-01	Charter Twp. of Chocolay	Marquette County	5/19/2020	\$3,500,000	----	20	2.00%	IIIB (major rehab)	Lift station and pump station replacements
5699-01	City of Owosso	Shiawassee County	5/19/2020	\$1,285,000	----	20	2.00%	IIIB (major rehab)	Sanitary sewer rehabilitation and replacement
5659-03	Macomb Interceptor Drain Drainage District	Macomb County	7/9/2020	\$26,000,000	----	20	2.00%	IIIB (major rehab)	Romeo Arm structural replacement and rehabilitation with a new access shaft
5598-01	Benz Creek Drain Drainage District	Washtenaw County	8/7/2020	\$1,380,000	\$276,000	20	2.00%	VII (nonpoint source)	Reduce nonpoint source pollution to Middle Huron River and impoundments using green infrastructure techniques
5682-01	City of Benton Harbor	Berrien County	8/7/2020	\$4,675,000	\$935,000	30	2.25%	IIIB (major rehab)	Sanitary sewer rehabilitation and replacement

<u>Project #</u>	<u>Applicant Name</u>	<u>Location</u>	<u>EGLE Binding Commitment Date</u>	<u>Financed Amount</u>	<u>Principal Forgiveness</u>	<u>Loan Term (Years)</u>	<u>Interest Rate</u>	<u>Project Category(s)</u>	<u>Project Description</u>
5689-01	City of Howell	Livingston County	8/7/2020	\$12,490,000	\$1,128,400	20	2.00%	I (secondary treatment)	WWTP improvements to repair/replace/construct a variety of components
5689-02	City of Howell	Livingston County	8/7/2020	\$3,700,000	----	10	2.00%	I (secondary treatment)	WWTP improvements to repair/replace/construct a variety of components - financial segment
5692-01	City of Highland Park	Wayne County	8/7/2020	\$1,415,000	\$283,000	30	2.25%	IIIB (major rehab)	Sanitary sewer replacement
5695-01	Charter Twp. of Superior	Washtenaw County	8/7/2020	\$3,230,000	----	20	2.00%	IIIB (major rehab)	Pump station replacement
5679-01	City of Muskegon	Muskegon County	9/9/2020	\$4,715,000	\$943,000	20	2.00%	IIIB (major rehab)	Sanitary sewer rehabilitation and replacement
5688-01	Great Lakes Water Authority/Detroit Water and Sewerage Department	Wayne County	9/9/2020	\$4,040,000	\$808,000	20	2.00%	IIIB (major rehab)	Sanitary sewer improvements
5690-01	City of Holland	Ottawa County	9/9/2020	\$30,000,000	\$6,000,000	20	2.00%	II (advanced treatment)	New anaerobic digestion system at the WWTP
5696-01	City of Flint	Genesee County	9/9/2020	\$35,360,000	\$7,072,000	30	2.25%	I (secondary treatment)	WWTP and pump station improvements
5697-01	City of Fennville	Allegan County	9/9/2020	\$3,720,000	\$744,000	30	2.25%	I (secondary treatment), IIIB (major rehab)	Sanitary sewer replacement, lift station replacement/rehabilitation, and WWTP improvements
5701-01	Charter Twp. of Caledonia	Kent County	9/9/2020	\$6,000,000	----	20	2.00%	I (secondary treatment)	WWTP improvements to repair/replace/construct a variety of components
			TOTAL	\$203,200,000	\$18,666,960				